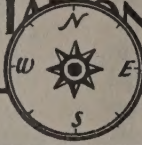


The COMPASS

AMERICAN ASSOCIATION OF SOCIAL WORKERS
130 E. 22d St. New York City



JULY, 1935

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In This Issue

	PAGE
Nominations for AASW Officers and Committee Members, 1935-36.....	12
Tentative AASW Procedure for Considering Complaints.....	14
A Merit System in Public Welfare Services	15
An Appeal for Help from the National Office	19

Correct addresses are needed for 88 members.

AASW Biographical Directory

The first directory of the American Association of Social Workers to contain brief biographical data which are of professional significance, is in process. The letter of transmittal to members and the questionnaire necessary to the collection of a few accurate facts and timely publication of the volume will be put immediately in the hands of the 9,072 members whose prompt assistance is required to furnish the facts for the brief statement to follow their names in the directory.

In the event that the questionnaire is not returned by August 15th, it will be assumed to be the member's choice that his name and present file address appear in the directory without biographical statement.

This type of directory should lend itself to a better understanding of social work by unlocking pertinent information about AASW personnel which should be the common property of social workers, other professions, public officials, and the general public. It will be the tangible evidence of an organized group of persons whose primary interest is the professional development of social work and within a narrow area it will have practical use for finding personnel for committee and similar working purposes.

Miss Jessica Barr, experienced in the work of

executing such a project has joined the staff for the brief period that is planned for the purpose of issuing the AASW directory. The work will be expedited and the informational data will be rendered useful, commensurate with the membership's appreciation of the need for prompt cooperation.

The questionnaire with a letter to members is being sent by first class mail with request for forwarding so that members on vacation may be reached, communications may not be lost, and the maximum opportunity may be afforded members for furnishing data that should comprise the statements accompanying their names in the official directory.

Order blanks attached to the questionnaire folder give details as to the pre-publication price to members.

This *Compass* item is in the nature of an announcement and a reminder. The directory will be completed as rapidly as possible after the questionnaires are returned to the national office.

Connecticut Chapter Advocates Merit System

The Committee on Government and Social Work of the Connecticut Chapter stated its conviction, during the last session of the State Legislature, that attempts to improve the administration of state welfare services through merging of departments should be accompanied by provisions for the selection of personnel on a merit basis. The Committee, of which LeRoy A. Ramsdell is Chairman, took this stand in connection with a bill which was pending in the legislature providing for the merger of two state welfare departments and which the Committee in a statement to the press called "a dubious experiment." The grounds on which the Committee based its objections to the bill were that it did not provide for a genuine consolidation of services and did not provide for a merit system which would protect the proposed public welfare commissioner from political pressure to dismiss competent workers to make places for others.

What Price Professional Integrity?

What happens when professional social workers in public positions find themselves faced with a conflict between political interests and professional objectives and standards for their jobs?

Should they make "political" concessions in order to hold their jobs and so have a prolonged chance to convince political leaders and constituents that a sound welfare program is important?

Is this possible response a rather evident rationalizing of a compromise?

Should the social worker distinguish between levels of welfare planning and recognize the deficiencies between what he would consider an adequate approach to social needs and that program which can be supported for the present?

Will social work as a profession be handicapped with all the deficiencies of the present public relief program because of the seeming acquiescence of many social workers closely identified with this program?

These questions and others are suggested by the following news release:

The resignation of Miss Margaret Steel Moss, Administrative Chief of the Division of Assistance of the Pennsylvania Department of Welfare, which shares with the County Boards of Trustees the administration of the Mothers' Assistance Fund, Blind Pensions and Old Age Assistance, was handed to Dr. J. Evans Scheehle, Secretary of Welfare in Harrisburg, recently.

In her letter of resignation, Miss Moss states that without warning and with no charge of incompetency, two members of the Division Field Staff have been dismissed. She points out that the members of this Field Staff in the past have never "played politics," but have been selected on the basis of their being equipped by training and experience for the service they are to render. Her resignation, she states, is a protest against this convincing evidence of the "injection of spoils politics into welfare service." Her letter ends: "It seems to me that under the present circumstances to continue as head of the Division of Assistance would be to acquiesce in a system of administration that violates all the fine tradition of service of the Mothers' Assistance Fund organization and is a deliberate betrayal to the mercy of spoils politics of the widows, the blind and the aged whom we are obligated to serve. It is for this reason that I tender my resignation."

Miss Moss, a graduate of the New York School of Social Work, joined the Department of Welfare when it was organized in 1921. For ten years she was attached to the Bureau of Children, first as Field Representative and later as Assistant Director of the Bureau. She resigned in 1931 for a year of study and travel. Later she made a special study for the Pennsylvania Training School at Morgantown and then served for a year with the State Emergency Relief Board as Field Representative and as Administrative Assistant.

In April, 1934, she was asked to return to the Department of Welfare as Administrative Chief of the Division of Assistance. The services administered by this Division are at present giving assistance to approximately 8,200 Mothers' Assistance Fund families, 4,200 blind pensioners, and 32,000 Old Age Assistance beneficiaries.

"Compass" Reprints

Interest in the papers by Dorothy Kahn, Grace Marcus and Rachael Childrey, published in the June, 1935, *Compass*, has led to reprints of the papers in pamphlet form. These may now be obtained from the national office at a small charge:

Professional Standards in Social Work, by Dorothy C. Kahn (price five cents); *Professional Protection for the Social Worker*, by Rachael Childrey (price 10 cents); *The Status of Social Case Work Today*, by Grace F. Marcus (price 10 cents). A 20% discount is allowed on orders for ten or more copies.

Note to Social Agencies

Considerable progress has been made in restoring salary cuts to municipal employees according to *Public Management* for June, 1935. 110 cities, over one-third of the 310 cities of over 30,000 population, have restored in full or in part the reductions made in salaries of municipal employees since 1930. From the reports on salary cuts and restorations supplied by 252 cities, the following data were obtained:

14 cities have not reduced salaries since 1930.

110 cities, or 46.2% have restored salary cuts either in full or in part.

17 cities report full restoration of cuts to all employees.

6 cities have made full restoration of cuts to specific groups of employees.

64 cities have made partial restoration to all employees, restoration in these cases ranging from 25 to 75% of the original reduction.

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23 additional cities have made partial restoration to certain groups of employees.

Of the 110 cities which have made salary restorations, 3 made them in 1933, 68 in 1934, 36 in the first six weeks of 1935, and for 3 cities the date is unknown.

The article in *Public Management* makes the following revealing statement about salaries in relation to the present cost of living:

"The purchasing power of the 1935 dollar is 20% lower than that of the 1932 dollar and 8% less than the 1930 dollar; so that in cases where salary restorations have been made in full, employees are not getting a decided raise in pay. In cities which still have cuts in effect or are contemplating further reductions the figures for salaries and the cost of living are going in opposite directions."

Would a study of social workers' salaries, so drastically cut in some communities, show similar signs of revival? Generally low original social work salaries, plus salary reductions, plus reduced purchasing power of the dollar, plus the marked increased responsibility of social workers indicates the truly inadequate remuneration for the occupation of social work. Increasingly, groups of social workers are realizing that their salary and other conditions of employment such as vacations and hours of work, cannot possibly be separated from the question of progressive standards of social service. From this realization comes a growing conviction that fundamentally a community's or an agency's appreciation of and desire for qualified welfare work can be measured in terms of salary and employment practices provided for the social work personnel.

Detroit Plan for Provisional Social Workers

The Membership Committee of the Detroit Chapter has drafted a plan for participation in chapter activities of certain social workers not now eligible for membership and has proposed that the chapter recommend this plan to the national association. The eligibility requirements suggested by the chapter are similar to those outlined in the national Association's proposal for an index of provisional social workers:

Details of the Detroit plan are as follows:

1. That the Association establish a listing of social workers to be known as Provisional Social Workers who shall be eligible for participation in chapter activities under certain restrictions as hereafter specified.
2. That the requirements for eligibility on the list of Provisional Social Workers shall be as follows:
 - a. The candidate shall at time of application be engaged in the performance of social work in a public or private social agency.

- b. The candidate shall have had not less than one year of endorsed experience in one or more social agencies. (Endorsed experience shall be defined as favorable evaluation of the candidate's performance by two accredited endorsers responsible for or intimately acquainted with the candidate's work; one endorser shall be a member of the AASW. Accredited training courses may be substituted for any time equivalent portion of the one year's experience; and in such case at least one endorser shall be a person who can testify as to the professional courses taken by the candidate.)
- c. The candidate shall have been graduated from an accredited college as listed in the American Council on Education list of Accredited Higher Institutions.
- d. No candidate shall, at time of application, be eligible for membership in the AASW.
3. That Provisional Social Workers shall have the privilege of attending meetings and of serving on committees, but shall not vote on matters involving social policy. They shall receive *The Compass* and other material available to members from the national office.
4. That Provisional Social Workers shall pay local dues in the same amount as members and shall pay a registration fee for indexing with the national Association.
5. That the Provisional Social Workers shall be expected to qualify for AASW membership within a period of five years.
6. That this plan for participation of Provisional Social Workers be used for an experimental period of three years.

A Publication for Clients

A new and particularly effective type of publication has reached the national office. This is a weekly news-letter which goes out to the clients of the Ford County Relief Administration, Dodge City, Kansas. Eugene S. Zemans, executive of the organization and a member of the AASW, is responsible for this original method of securing the cooperation of clients through adequate information and understanding of relief procedures and regulations. The news-letter gives clients information regarding new or modified rules, progress reports on various undertakings in which they are interested, the schedule of classes and other activities that are offered in the leisure-time program, the number of cases closed because jobs have been secured, all of which information tends to make clients feel that they are part of the undertaking and have a responsibility toward it. In a recent issue, the importance of taking temporary jobs was urged, accompanied by a clear and definite statement that clients who took such jobs would be promptly reinstated on the relief rolls if they continued to be in need of relief.

To Itinerant Members

When members write to the national office to inquire why they have not been receiving *The Compass*, the answer frequently is that they have moved without sending a change of address. As second class mail matter is not forwarded, *The Compass* will not reach members who have moved unless they send in their new addresses. If a member is uncertain of his future address when leaving a former one, it is desirable for him, if possible, to supply a permanent address from which mail will be forwarded until he is again located. This will prevent mail from going astray and also help to reduce the very large number of temporary address changes which have to be made in the national office.

State Program of Social Work Interpretation

An extensive program of social work interpretation is being planned by the Ohio State Council, AASW. The Council has set up a State Committee on Interpretation, of which Virginia Wing is Chairman, and has outlined a program of activities in which it is planned to have local chapters and various state organizations take an active part.

Some of the aspects of the plan as outlined at a recent meeting of the State Council are given below:

1. Direct correspondence with chapter chairmen in Ohio for the purpose of
 - a. Placing the importance of the interpretation program before the chapters
 - b. Arranging for listing of newspapers, radio stations, and other publicity organs in their towns
 - c. Securing their cooperation for a state interpretation meeting during the Ohio Welfare Conference at Columbus
 - d. Securing speakers—either lay or social work—from each chapter, to cover adjacent territory
 - e. Preparation of speakers' material to cover need of training in dealing with the sick, the destitute, and the disabled
2. Program of cooperation with:
 - a. State Emergency Relief Administration
 - b. State Director of Public Welfare
 - c. State Public Health Officer
 - d. Women's State Committee on Public Welfare
 - e. State Conference of Social Work
 - f. Training School for Social Work
 - g. Civil service organizations
3. Early correspondence in the fall with all members of the Women's State Committee regarding presentation of social welfare programs before their city organizations, suggesting speakers available in their area.
4. Intimate knowledge of the purposes of the Ohio Council of the AASW and privilege to release statements from them regarding state issues.
5. Appointment for cooperation with the groups in

charge of the organization of the health and welfare activities in the state and counties.

6. Intimate relationship with chapter chairmen on Personnel Standards, Professional Training, Interpretation of Professional Social Service Work, Legislative, and Government and Social Work Committees.

It was decided that the objective of the Interpretation Committee should be the interpretation of social work in such a way that the need for professional, skilled people would be shown. It was agreed that each chapter should form a Committee on Interpretation of Social Work composed of representatives of public service, case work, children's work, leisure time activities, health, aid for aged, public relief, professional school, community chest, and a sympathetic newspaper man as advisor on "What is news."

These chapter committees should formulate (1) local objectives, deciding upon the immediate need for interpretation in their particular communities; (2) local speakers' list; (3) stories from individual members which would be good for use. This material would be sent to the State Committee, and further steps will be planned by them.

Vocational Placement in Psychiatric Social Work

In view of its interest in promoting standards of placement in the field of professional psychiatric social work, the National Committee for Mental Hygiene has been cooperating informally for a number of years with the Joint Vocational Service, national non-profit-making placement agency for social workers and public health nurses. Recently, the cooperative relationship existing between the two agencies has been established on a more formal basis, corresponding in general with that which already obtains between the Joint Vocational Service and certain other national agencies, such as the Family Welfare Association of America, the National Organization for Public Health Nursing, and the Child Welfare League of America.

Under the new arrangement, requests from employers and from applicants for placement in psychiatric clinics or hospitals may be addressed, as formerly, either to the National Committee for Mental Hygiene or to the Joint Vocational Service. It will be understood, however, that all requests not referred in express confidence to one or the other agency will be handled routinely in consultation, and that the required fee for placement will be collectible by the Joint Vocational Service. The National Committee for Mental Hygiene will bring to bear its knowledge of individual workers, local possibilities, and desirable standards, while the Joint Vocational Service will make available its highly pertinent experience in placement and its exceptional file of records on personnel.

Were You One?

Many social workers at Montreal unsuccessfully tried to purchase the published case record on "Attitude Therapy" which was presented by Madeline Moore in one of the sessions of the American Association of Psychiatric Social Workers.

It is possible to obtain this published case record by sending twenty-five cents with a request to Miss Winifred Arrington, National Committee for Mental Hygiene, 50 West 50th Street, New York City.

Living Trees and Living People

The following is an excerpt from speech delivered January 11, 1931, by Martin L. Davey over radio station WEAf as a part of the Davey Tree Surgery Golden Anniversary. If as much were generally accepted in the case of social work as is here implied in case of trees, then the client, the public, the social worker might understand each other.

"The saving of trees is something infinitely more than a mechanical process like patching a stone wall or repairing an inanimate building. The men who deal with the ailments of trees assume the responsibility of preserving things which are alive, which breathe and digest food and have a circulation as well as sex processes. They deal with living things which are subject to many diseases, which, oftentimes, are the victims of serious insect enemies, and which, all too often, are injured by the forces of nature or by the thoughtless actions of untrained and, perhaps, ignorant people. In almost innumerable cases, the living trees, which are the patients of responsible tree surgeons, represent not only a high esthetic value, but the strong attachment of human sentiment.

"It is in full recognition of this responsibility that the Davey Tree Expert Company has attempted to perform its great and unusual task. It is not enough that trees should be treated according to certain mechanical processes, however expert those may be. For a long period of years, it has been a settled conviction with the management of the Davey organization that all the problems of trees must be considered from the standpoint of living, breathing organisms, and that men could not be qualified to deal intelligently or adequately with those problems unless they were educated in the laws of tree life and the essential sciences relating to the growth and ailments of trees.

"It is easy enough to take up the work of merely 'fixing trees,' because men who look upon it only as a trade, and merely as a means of making a livelihood, can pick up enough smattering knowledge to make a plausible pretense, and follow their trade without regard for the evil effects of their untutored, irresponsible practice.

"It is quite a different thing to develop real tree surgeons—men who are not only highly skilled with their hands, but who have an intimate knowledge of

the life forces with which they deal, and a professional attitude toward their honorable and useful calling."

Chicago Chapter Year Book

A year book summarizing the activities of the Chicago Chapter for 1934-1935 has just been brought out by the chapter. Reports of officers and committee chairmen provide a valuable permanent record of the interests and accomplishments of the chapter during the past year.

The major objectives which the Executive Committee had before it in its administration of chapter affairs are set forth as follows by James T. Nicholson, Chairman of the chapter.

1. The increase of membership participation in chapter activities.
2. The extension of chapter activities to include major interests of entire membership.
3. The provision of more opportunities for chapter effort toward the adjustment of local, state and national social problems.
4. The better protection and security of social workers and those others engaged in social work.

The way in which these objectives were carried out is revealed in the various reports. The chapter has functioned so effectively on its last two objectives that the first two must have been met very successfully in the process. However, the Executive Committee recommends strongly the employment of an executive secretary to increase the effectiveness of the chapter in situations where prompt action is needed and to give help and direction to the work of committees and study groups. The committee also recommends that ways be found by which the chapter can participate more actively and effectively in securing needed social legislation and in insuring protection for that which already exists.

An example of this latter kind of activity is the Juvenile Court Committee which was appointed when an amendment to the Juvenile Court Law was introduced in the legislature seriously threatening the present standards of the juvenile courts in Illinois. In addition to opposing this amendment, the committee is making studies and surveys with a view to drafting a bill to modernize and implement the Juvenile Court Act.

The chapter's interest in supporting existing or improved services led it to request the American Public Welfare Association to make a study of shelter care of homeless men, the result of which was the transfer of large numbers of these men to outdoor relief and greatly improved standards of group care for the remainder.

The closing of the relief offices which resulted when federal funds were withheld, pending action by the state legislature, met with vigorous action

by the chapter which urged the FERA to reopen the district offices immediately and the legislature to pass the sales tax if it could not find a better method of raising funds and to give immediate attention to the revision of the revenue act.

In the field of personnel the chapter has taken action on a number of important issues. Its Committee on Personnel Practices investigated the employees strike at the Seamen's Branch of the Transient Service which resulted in a recommendation by the chapter to the FERA and the State Relief Commission that clients employed by relief agencies, whether on regular jobs or cash supplement on a case work basis, should be paid the Relief Commission rate for comparable work. The Committee on Personnel Practices also prepared on behalf of the chapter a statement protesting the ruling of the Relief Commission "that not more than one member of a family in common domicile may be employed in the relief service." The chapter authorized a committee to interview the Executive Secretary of the Commission to present the chapter's views regarding the importance of selecting and retaining personnel on the sole basis of qualifications for the particular job and to request the Commission to revoke the ruling.

A Committee on Protection of Personnel was appointed following the tragedy which resulted in the deaths of two social workers attached to one of the district relief offices. The Committee has made a number of recommendations, looking to the reduction of factors which cause tensions between clients and case workers, and has also been influential in introducing a bill in the legislature which would include all state employees under the provision of the Workmen's Compensation Act.

These are only a few of the activities of the Chicago Chapter reported in the yearbook. As a supplement to the record of the year's work, the publication includes lists of officers, committee chairmen and chapter members for ready reference by the membership.

The Relief Job Through the Eyes of a Layman

Intelligent and sympathetic lay interpretation of social work is sufficiently rare in these days of mounting concern over the cost of relief so that the excerpts printed below from an article in the *Oregon Voter*, a magazine devoted to economics, taxation and finance, are of special interest. The editor of the magazine, who wrote the article, attended the sessions of the Oregon Conference of Social Work and it is significant that what challenged his interest was the human side of the relief problem and the contribution which trained

social workers can make to this aspect of the problem.

Among other things he said:

Many of these women were social workers of long experience, rooted in prosperous times, when the problems of the unfortunate and the helpless were just as intensely personal, but when there was work opportunity for most of those who were able to work. They were career women, who had taken up social work as a profession. When the depression came, it found these prepared, experienced workers as few in number as were the doctors who faced the influenza epidemic. Hundreds died in Portland during that dread visitation because there were not enough physicians and nurses to give enough time and attention to each case. The social casualties of today are so numerous in part because there were so few qualified, experienced social workers to attend to the cases arising from the depression. . . .

Considering the nervous strain involved in this front line hour-after-hour, day-after-day, year-after-year contact with relief clients, it was heartening to find so much left in these women. We all know how glad the boys were when Armistice Day came. The problems created by the War and the Armistice were not in their minds. These women who work in the front lines of relief have no illusion as to any possible sudden termination that will enable them to throw their hats in the air and cheer. As one of them, Azile Aaron, aptly put it, "The enticing objective 'round the corner to prosperity' moved out of the horizon of our thinking to shadowy pictures of social change and a new economic order." In this, Mrs. Aaron reflected also the attitude of the clients, the victims of relief. They, too, have little hope that anything resembling real recovery can be achieved without some kind of a great shake-up. . . .

Sara Alice Brown questioned the validity of work relief as a moral substitute for direct relief, implying its deceptive palliative effect on the recipient in getting him into the frame of mind of regarding governmental work as a permanent solution. She sensed budgetary breakdowns in the future in the attempts to finance work relief continuously. . . .

A plea was made by Sara Brown for suspending the inquisition of relief clients who go on work relief. . . .

This budgeting business continues to be the toughest of all the difficulties which face social workers. As Azile Aaron said—her talk especially impressed us for its exquisite human sympathy and its sound practicality—"The public is dissatisfied, the clients are dissatisfied and the social workers are dissatisfied." Yet, to make the pitifully limited funds cover the acute human needs, the relief funds must be disbursed with what seems a cruel insistence on budgeting. No one has been able to devise a substitute for this distressing operation. With each case worker having 125 or 150 families to budget, and only \$20 or \$30 per family to apportion according to emergency, acute need instead of being prorated as a pension or dole, it can be seen that the nervous strain of this contact is severe on all involved in this intimate relationship of finance with need. . . .

It was encouraging to learn what skilled social work-

ers had been able to accomplish in working constructive rehabilitation of character and economic independence out of the emotional upset involved when despair replaces self-reliance at the time application is made for relief. These emotional upsets are disturbances just as real as bodily injuries or contagious disease, and can inflict character injury that is difficult to repair. The effect on the children of the family is likely to be disastrous unless skillful counsel by the social worker helps restore the essential equilibrium of family life insofar as it can be restored for a family that remains on relief. . . .

Probably it is this ever-present opportunity for useful application of skill in human nature, and success in solution of personal problems, that buoys up these social workers. The strain is terrific, but they still hold their heads erect. The results they are able to achieve amidst the appalling difficulties of the present hour are sufficient to encourage them to carry on.

Membership of the AASW by Chapters

The distribution of the Association's membership by chapters for the year 1935 is shown in the following table. For comparative purposes figures are also given for the years 1928, 1932 and 1934. The figures for 1935 are the official count, which is made of the membership at the beginning of the year and which is the basis for determining the number of delegates to which chapters are entitled. They do not show new members admitted during the year as these are not included in the official count until the following year.

Chapter	1928	1932	1934	1935
Alabama State	—	—	41	41
*Arizona State	—	—	—	19
Arkansas State	—	—	18	19
Los Angeles	176	260	328	366
Northern California	—	121	189	236
San Diego	—	34	39	46
Colorado Springs	—	—	10	13
Denver	52	61	81	82
**Fairfield County	19	29	46	51
**Hartford	39	59	68	75
**New Haven	39	55	64	74
Delaware State	—	—	23	32
Washington, D. C.	59	122	188	213
Florida State	—	—	36	39
Atlanta	31	42	62	80
Hawaii	—	—	20	22
Chicago	271	293	596	702
Illinois State	—	—	52	69
Indianapolis (State)	75	77	88	94
Iowa State	44	40	57	78
Wichita	—	—	18	23
Louisville	—	43	50	53
New Orleans	49	36	62	84
Baltimore	89	98	140	143
Boston	152	184	239	239
Southeastern Mass.	15	20	32	31
Western Mass.	38	25	42	46
Worcester	—	18	37	38
Detroit	88	204	266	268
Grand Rapids	20	26	20	20
*Kalamazoo County	—	—	—	11
Arrowhead	—	—	9	10
Twin-City	135	166	233	278
Kansas City	71	85	93	89
St. Louis	100	160	211	240
Nebraska State	—	21	45	51
New Jersey State	101	188	230	258

Chapter	1928	1932	1934	1935
Buffalo	79	104	137	141
Fort Orange	—	18	53	49
New York City	586	833	1,111	1,211
Rochester	58	75	112	111
Syracuse	—	—	52	52
North Carolina State	—	—	35	38
Akron	15	19	27	28
Cincinnati	76	147	189	192
Cleveland	193	334	471	455
Columbus	29	46	56	58
Dayton	—	28	44	46
Toledo	38	43	52	53
Oklahoma State	24	20	29	28
Oregon	—	—	48	59
Erie	—	18	19	21
Harrisburg	23	43	60	68
Lehigh Valley	—	—	21	22
Northeastern Pennsylvania	—	51	55	42
Philadelphia	191	269	365	353
Pittsburgh	101	127	197	230
Reading	—	—	14	17
Rhode Island State	—	49	89	85
South Carolina State	—	11	11	15
Memphis	17	20	25	26
Nashville	—	—	21	29
North Texas	—	17	35	36
South Texas	—	82	91	88
Salt Lake City	—	25	21	20
Lynchburg-Roanoke	—	—	17	19
Richmond	36	48	79	86
Seattle-Tacoma	32	45	81	89
Madison	—	19	30	32
Milwaukee	67	117	123	114
Non-chapter	725	470	509	495
Total	3,953	5,545	8,012	8,641

* Chapter admitted since January, 1935.
** Replaced by the Connecticut State Chapter in 1935.

AASW Participation in the Encyclopedia of the Social Sciences

For the past eight years the American Association of Social Workers has been sharing with nine other professional and "learned" societies the sponsorship of the *Encyclopedia of the Social Sciences*. The first volume appeared in January, 1930 and the fifteenth will be off the press in a short time. This monumental work has been in one sense the brain child of the economist, Edwin R. A. Seligman, who conceived the general plan, raised over a million dollars, and served as editor-in-chief. However, a project of this magnitude could never be the work of one man, and the various social science associations shared in the planning and creation of the *Encyclopedia* from 1924 on. The participating academic groups included the anthropologists, economists, historians, political scientists, psychologists, sociologists, and statisticians. Affiliated with them were three professional organizations: National Education Association, Association of American Law Schools, and our own Association of Social Workers.

On the Board of Directors we have been represented by Mary van Kleeck, on the Joint Committee of constituent societies by Philip Klein and Stuart A. Queen, and among the Advisory Editors by Porter Lee. The Editorial Consultants include many of our members, among them Edith Abbott, Frank J. Bruno, Allen T. Burns,

C. C. Carstens, Joanna Colcord, Stanley P. Davies, Neva Deardorff, Katharine Lenroot, Karl de Schweinitz. A still larger number of social workers has contributed articles on significant topics. Among these authors are Miriam Van Waters, Grace Abbott, Owen Lovejoy, Wilbur Newstetter, Michael M. Davis, Kenneth Pray, E. C. Lindeman, Helen Glenn Tyson, Aleta Brownlee, Sophie Van Senden Theis, Mary Clarke Burnett, and Paul Kellogg.

The first volume contains 200 pages devoted to the development of social thought and institutions and 100 pages devoted to the social sciences in various countries. The remainder of the contents is organized as in any encyclopedia, viz., topical and biographical articles arranged alphabetically, with frequent cross references. Only a hint can be given of the wide range of subjects treated—adoption, birth control, charitable trusts, disaster relief, professional ethics, family allowances, group buying, juvenile courts, legal aid, lodging houses, merit system, occupational diseases, regional planning, small claims courts. Biographical articles deal with no person living at the time the *Encyclopedia* was projected. Hence they include Octavia Hill, Charles R. Henderson, Samuel Gridley Howe, Samuel A. Barnett, Charles Loring Brace, Charles S. Loch, and Josephine Shaw Lowell; but omit Mary Richmond, Hastings Hart, and Julia Lathrop, who died during the publication.

The articles are well written and the facts have been checked with unusual care. Indeed the *Encyclopedia* is as dependable a collection of information as can be found anywhere. No social work library is even decently equipped without it. To be sure, the cost (\$7.50 per volume) puts it beyond the reach of most individuals, but larger agencies, councils, study clubs, and local chapters of the AASW might well buy it for the benefit of their staffs and members. Social workers who have papers to prepare for various purposes will frequently find the *Encyclopedia* the most valuable single source of information.

The American Association of Social Workers may well be proud of its part in the making of the *Encyclopedia*. It is to be hoped that the members will make the use of this compendium which its importance warrants.

STUART A. QUEEN.

The Membership Picture

January to June, 1935

Information on the Association's membership for the first six months of 1935 will be found in the table given below. The total membership on

January 1, 1935 was 8639. Between then and July 1, 1935, the new members admitted totalled 517, of which 199 were senior and 318 were junior members. Fifty-three former members were reinstated. The table also shows the number who resigned or were dropped for non-payment of dues and the number who were transferred from junior to senior membership during this period. The net gain in members for the six months was 433.

Two figures in this table are of particular significance. One is the large number of junior members in the total incoming membership (318 out of 570 new members including members reinstated as new members, or 55.7%). This is a complete reversal of the previous ratio of juniors to seniors in the new member group which has taken place since the membership requirements were raised. For the first six months of 1931 the percentage of juniors in the total of new members accepted was 21.5 and in 1934 it was 31.5 so that the figure of 55.7% for the first half of 1935 shows an increase of more than 20% over 1934.

The other figure which has significance in relation to this trend is the one showing that 137 junior members qualified for transfer to full membership during the six months' period. This indicates that a substantial number of juniors are able to complete the requirements for senior membership but at the same time it is important for the Association to be aware of the fact that more than twice as many juniors were admitted between January and June 1935, as transferred to senior membership.

MEMBERSHIP REPORT

January 1, 1935 to July 1, 1935

	Juniors	Seniors	Total
January 1, 1935	735	7,904	8,639
Admitted	318	199	517
Reinstated	—	53	53
Transferred from			
Junior to Senior	—	137	137
—	1,053	8,293	9,346
Resignations accepted	2	32	34
Dropped for non-payment of dues	16	68	84
Deceased	—	19	19
Transferred from			
Junior to Senior	137	—	137
—	155	119	274
	898	8,174	9,072

Two New York City Relief Reports

The report of the New York State Governor's Commission on Unemployment Relief entitled "The Administration of Home Relief in New York City," which appeared in June, and the Report of Mayor LaGuardia's Committee on Unemployment Relief, issued three months earlier, together form an arresting analysis of the New York City relief situation. The Governor's Commission's report "does not constitute a complete survey" of all the local relief problems, according to its foreword; it is limited to an "inquiry into the essentials of a relief administration program and the technical problems of organization and administration." The Mayor's Committee concerned itself chiefly with a discussion of the standards of relief, although it also noted defects in the administrative structure and procedure.

Both studies illustrate the extent to which the "emergency" concept has hampered the development of a well-ordered relief administration in New York City. Problems of personnel, of office facilities, of organizational relationships and of relief content and procedure have been met too frequently in a spirit of "getting by" until recovery might set in and make further large-scale relief unnecessary. During the past year or so, this philosophy has been changing in the direction of a greater acceptance of the need for a long-time program. These two studies should do much to point the way to a comprehensive reorganization for the stiff pull that lies ahead.

The Governor's Commission stresses the importance of injecting "a sound social approach . . . at the very top of the Home Relief Bureau" and cautions that "while much yet remains to be learned about the art of relief administration, the greater danger is not that it will be left unlearned and unapplied, but rather that much . . . of tested value will be discarded under the pressure of persons and groups . . . unable to form discriminating judgments." This, in sense, is by way of rebuttal to a declaration by the Mayor's Committee that "the administration of relief should not be looked upon as a problem of case work." The issue of business administration vs. social work administration of relief has been a hotly debated one in New York City.

Copies of the report of the Governor's Commission may be secured without charge from the Commission, 79 Madison Avenue, New York. The report of the Mayor's Committee was distributed from Room 1704, Municipal Building, New York City, where a few copies are still available.

RUSSEL KURTZ.

Mental Hygiene and Social Goals

It is difficult for the social worker to find and nail down for effective use in broad social planning the elements of psychiatric experience which appear to be of value. The average psychiatrist is not readily drawn away from the minutiae of the office interview and individual therapeutic methods. This has been brought out in various recent statements in connection with the gigantic tasks resulting from economic disorder. The crying need is for practical contributions.

The simple answer presumably is that psychiatry is a science that is too young to be certain; its scope can be felt by every individual either with resentment or with optimistic hope, as being of personal importance; and impatience is the result. Persons who are engaged either in the field of psychiatry or in other fields concerned primarily with people and how they live—are the imperfect carriers of knowledge and so necessarily are a force in present understanding. Psychiatric confirmation or negation of things that have long been felt and lived are claimed as common property; and "discoveries" are therefore few. A method as such tends, in people's minds, to take the place of the thing sought. The usefulness then of knowledge may be limited by the inappropriateness of the method outside the laboratory and limited also by a lack of capacity to use the homely knowledge divorced from its new and illy understood method.

It is not therefore surprising, when mental hygiene is either over- or under-estimated. A public health program rests upon widespread pertinent application of knowledge that has evolved in individual medicine. Both psychiatry and social case work suffer from brief opportunity in individual practice, while at the same time demand is heavy upon them for their essence rather than for their methods. To extract the essence requires a separate process.

Thus, the outstanding general goal of the psychiatric consulting service of the Women's Division of the Emergency Work Bureau in New York City, according to their own report, was to bring to the situation a utilization of the individual approach and as a by-product of this, a perspective on distress and suffering and a glimpse into some of the underlying causative factors. The report indicates that the experiment led to greater comprehension of the needs of Bureau applicants by giving the staff personnel a better understanding of underlying factors and of the use of existing resources that might be helpful. The Foreword assumes "the continuing need for some years to come of relief machinery and probably in ever more complicated patterns as

the need for individualization increases." It is rather like accepting the spelling bee as a means of ascertaining what tutoring is necessary without recognizing that the endurance test will eventually find everyone strained to some breaking point. The task of separating a little knowledge from its method seems to require ingenuity.

Two statements on mental hygiene values in connection with unemployment and other social measures appeared in the first number of a recent publication, *Pennsylvania Social Work*, issued by the Pennsylvania Conference of Social Welfare. One is a paper by Harry Lurie in which mental hygiene is characterized as to its emphasis upon sources of irritation that may be discovered in the personality of an individual and may interfere with his ability to adjust to his situation. Mr. Lurie questioned mental hygiene's emphasis upon a therapy which attempts to remove emotional factors. He said that certain similarity exists between such theories and the theories of rugged individualism. Inherent difficulty arises, according to Mr. Lurie, if attempt is made to couple these psychiatric theories with any vigorous means of dealing with the economic depression. Mr. Lurie apparently feels that psychiatric theories of therapy as such as well as their agents of interpretation and of application to the programs for the mass situation, are faulty. The discussion is thought-provoking. It suggests an important but unclarified relationship between individual social concepts and group social concepts and their respective values to individuals and to groups.

Mr. Lurie with justification points out the very limited contribution in such published material as is exemplified by the pamphlet, *Morale—The Mental Hygiene of Unemployment*.

In a future program, he concludes, a sound mental hygiene which recognizes the character of social forces operating upon individual psychology may have a vital part.

In another article in the same issue of *Pennsylvania Social Work*, Temple Burling deals with some of the psychiatrist's questions about social goals. He says that a social situation which drives one man to a mental hospital must almost certainly result in twisting and thwarting all of us. He offers then certain points in explanation of the fact that the psychiatrist does not feel he is in a position to construct theories on institutions that will meet the needs of human nature. He suggests reasons for his fear of the totalitarian state and questions any social structure that might be built on a conviction of sin and moral responsibility or a society organized on a gang loyalty which is characteristic of an adolescent stage of development. He makes a plea to the psychi-

atrists, however, to pause and apply the touchstone of his experience with patients to the society in which the patient finds himself. He implies it will not be a simple task.

Social work will presumably play an important part in the process.

C. C. R.

Uncrossing the Wires

An agreement regarding a division of activities has been drawn up by a committee of the Buffalo Chapter, the Buffalo Council of Social Agencies and the Buffalo Social Workers Club. Other Chapters which have encountered difficulties in clarifying the functions and fields of these agencies in their communities will find some valuable suggestions in the Buffalo agreement which is printed below:

AGREEMENT OF THE BUFFALO CHAPTER OF THE AASW, BUFFALO COUNCIL OF SOCIAL AGENCIES AND BUFFALO SOCIAL WORKERS CLUB

Introduction

Due to the fact that in the past these three agencies have conducted meetings, had speakers who talked on subjects that were within the provinces of any one of these agencies, and had conflicts in dates, it was felt that a co-operative committee should define the fields of activity of each of these respective agencies and effect clearance on dates as well as speakers.

The following agreements were reached:

Fields of Activities

It is felt that the three agencies are meeting specific needs in their respective fields and that they can function in any community set-up because they reach distinctive groups.

The Buffalo Chapter of the American Association of Social Workers is open to professional social workers who meet specific educational and experience requirements. This organization should primarily confine itself to problems related to the professional aspects of social work and should be the recognized source for securing professional opinions and discussions which later might be transferred for action to either of the other groups. It has a membership of 137.

The Buffalo Chapter should focus its interest on the following subject divisions, similar to those set forth by the National Organization:

1. Personnel standards—Professional education, qualifications, method of selection, etc., of social workers.
2. Personnel or employment practices—The systems under which social workers are em-

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employed and their bearing on the maintenance of personnel standards.

3. The function and organization of social work—This should include private as well as governmental social work.
4. Social work techniques.
5. General social welfare problems.

The Buffalo Council of Social Agencies is the community planning and coordinating body of eighty social agencies in the community. It should concern itself with programs related to community planning and coordination of activities of social agencies as outlined in its constitution. Its membership is limited to its elected Board of Directors, and to two delegates from each of the constituent agencies. These persons are the only ones given voting privileges. Other interested social workers may participate in discussion through the various divisions which they have been designated to attend. The Buffalo Council of Social Agencies has a membership of about 200.

The Buffalo Social Workers Club is the only organization in the community that persons interested in social work may join without limitation as to specific requirements other than their interest. This club is open to all social workers in the community, clerical workers within the agencies, volunteers and other lay people.

This organization should be the one whose program should include social activities and speakers on general subjects which may or may not be related directly to professional social work or community planning. It has a membership of 350.

It is agreed that each agency ought to have a specified time of meeting.

It is further agreed that these agencies should clear the dates and speakers through the regular clearance channels of the Council of Social Agencies.

It is further agreed that these three agencies should clear with corresponding agencies in Rochester and Syracuse to determine when outstanding speakers are to be in those territories, so that we may profit by their possible availability and thereby reduce the costs involved in transportation.

Joint Meetings

It is further agreed as desirable that once during each year these three agencies should have one general meeting for the purpose of acquaintance-ship and that an outstanding speaker should be secured who will be of interest to the three agencies involved.

HOUSING NEWS

Housing received considerable attention at the National Conference of Social Work held in Montreal. The various problems involved in providing adequate housing for the low-income group were discussed by American, Canadian and European social and labor leaders, housing officials and housing experts. The papers read by John Ihlder, The Alley Dwelling Authority, Washington, D. C., on the background and future of the housing and slum clearance movement, and Paul L. Stannard, Cuyahoga County Relief Administration, Cleveland, Ohio, on relocation of tenants, may be obtained by writing them direct.

* * *

At the National Federation of Settlements Conference held in Montreal, the following resolution was passed:

"Resolved that we, the members of the National Federation of Settlements, at our Annual Conference, express the conviction that public housing should be planned to meet the ability of the low income groups to pay rentals and that, with this in view, government subsidy should be provided accordingly.

"We further emphasize the necessity of relating slum clearance to re-housing. As we demolish unfit buildings, those who have been displaced should be given the opportunity for new and fit dwellings.

"We further urge that the new housing projects require that the tenants be furnished with such community features as are essential for civilized living. We express our conviction, however, that community services should be furnished, as far as possible, at the expense of the local government, rather than be a charge on the projects and so raise rentals.

"Especially do we urge the adoption of legislation which will remove public housing from its present emergency status and place it within the permanent governmental structure.

"Public housing, up to date, has had the main purpose of re-employment. From this time on, we must view this movement as a necessary element in a national program of social well-being.

"And, finally, we register our approval of federal subsidy and federal standards, while emphasizing the desirability of the creation of local public housing authorities for the purpose of the acquisition of sites, construction, and management, which will secure tenant participation and cooperative action.

"Failing adequate local action, the federal government should take entire charge of housing projects."

* * *

The Denver Chapter, AASW, reports that a Housing Committee was organized in January to:

1. Study the Federal Housing Program in order to know how the city and state may fit into that program.
2. Find out about present housing conditions in Denver.
3. Formulate standards in housing which will be in accordance with a fair standard of health and decency.
4. Be an educational medium in the city and state to acquaint other organizations with the knowledge assembled, and to get their cooperation in supporting a housing program.

* * *

Do you own a copy of the Housing Officials' Year Book? It may be obtained from the National Association of Housing Officials, 850 East 58th Street, Chicago, Ill.

NOMINATIONS FOR OFFICERS AND COMMITTEE MEMBERS

1935-1936

Election of Officers, Executive Committee, and Nominating Committee will be held next month when ballots will be sent to all members of the AASW. This is the first election held under the present by-law provision which provides for a mail vote by all members in place of the former annual meeting election.

The Nominating Committee has submitted the following list of names. One nomination is made for each of the six officers, who serve one year terms. Six names are submitted for the three vacancies on the Executive Committee, for three year terms; two names for Chairman of the Nominating Committee for one year, and eight names for the four other vacancies on the Nominating Committee.

Additional nominations are possible if made by petitions signed by 100 or more members. Such petitions should be sent to Elizabeth Dexter, Secretary, 130 East 22nd Street, New York City, not later than August 20. Ballots will be mailed about September 1.

Members of the Nominating Committee for this year are: Stanley Davies, New York, Chairman, Paul Beisser, Baltimore; Louise Drury, Los Angeles; Grace Ferguson, Iowa City; and Florence Sytz, New Orleans.

OFFICERS

(One year terms)

PRESIDENT—DOROTHY C. KAHN, Philadelphia (nominated for re-election)

B.A., Wellesley College, 1915; School of Social Service Administration, University of Chicago, Graduate Work. Visitor, Jewish Social Service Bureau, Chicago, 1915-1918; Civic Director, Chicago Woman's Aid, 1918-1919; Executive Director, Jewish Social Service Bureau, Baltimore, 1919-1929; Executive Director, Jewish Welfare Society, Philadelphia, 1929-1932; Executive Director, Philadelphia County Relief Board, 1932 to present.

FIRST VICE-PRESIDENT—LEA D. TAYLOR, Chicago (nominated for re-election)

A.B., Vassar College, 1904. Head Resident, Chicago Commons, 1921 to present. President, Chicago Federation of Settlements, 1924; President, National Federation of Settlements, 1932-1934; Vice-President, Chicago Chapter, AASW, 1935; Member of Board of Directors of Chicago Council of Social Agencies; Member, Chicago Recreation Commission.

SECOND VICE-PRESIDENT—MARY STANTON, Los Angeles

Graduate, School of Social Service Administration, University of Chicago. Case Worker, United Charities, Chicago; Case Supervisor, Family Welfare Association,

Des Moines, Iowa; Field Representative, American Red Cross; Secretary, Child Welfare and Health Divisions, Los Angeles Council of Social Agencies; Present position, Executive Secretary, Los Angeles Council of Social Agencies; Member, Board of Examiners for Registration of Social Workers in California; President, Los Angeles Chapter, AASW, 1935.

THIRD VICE-PRESIDENT—LOULA DUNN, Alabama

Administrative Assistant, Child Welfare Department of Alabama; State Director of Social Service, Alabama Relief Administration; Present position, Regional Social Worker, FERA.

SECRETARY—ELIZABETH H. DEXTER, New York City (nominated for re-election)

A.B., University of Wisconsin; M.S.S., Smith College School for Social Work. Clinic Agent, Westchester County Department of Child Welfare; Supervisor, Bureau of Children's Guidance, New York School of Social Work; Head Visiting Teacher, Child Guidance Department, Board of Education, Newark, N. J.; Director of Case Work, Jewish Board of Guardians, New York City; Present position, Case Work Representative, TERA, New York City.

TREASURER—STANTON M. STRAWSON, Westchester County, N. Y.

A.B., University of Denver; Graduate Work, Columbia University; Graduate, New York School of Social Work. Director of Men's and Boys' Work, Italian Housekeeping Center, Rochester, N. Y., 1922-24; Boys' Worker, Eastchester Neighborhood Association, 1924-25; Assistant to Commissioner, Second Deputy Commissioner, First Deputy Commissioner, Westchester County, N. Y., Department of Public Welfare, 1926 to present.

EXECUTIVE COMMITTEE

(Three to be elected. Three year terms.)

FREDERICK I. DANIELS, New York City

A.B. and M.A., University of Michigan; Graduate, New York School of Social Work. Associate Professor Social Sciences, Central State College, Michigan; Probation Officer, Boston Juvenile Court; Case Worker and later Director, Juvenile Protective Department, Children's Aid Society, Newark, N. J.; Executive Secretary, Children's Bureau, Syracuse, N. Y.; Commissioner Public Welfare, Syracuse, N. Y.; Present position, Executive Director, TERA of New York State.

LAURA DIETZEL, Milwaukee

Graduate, Milwaukee School of Social Work. Visitor, District Secretary, Family Welfare Association, Milwaukee, 1923 to present; Chairman, Milwaukee Chapter, AASW, for two years.

MARY A. HOWELL, Richmond

Graduate, New York School of Social Work. Assistant Director, Westchester County, N. Y., Depart-

ment of Child Welfare; Supervisor, Board of Child Welfare, New York State Board of Charities; Present position, Executive Secretary, Richmond Children's Aid Society, Richmond, Virginia.

FLORENCE MASON, Cleveland

Visitor, District Secretary, Associated Charities, Cleveland, Ohio; Assistant Executive Secretary, Cleveland Children's Bureau; Present position, Assistant Director, Catholic Charities, Cleveland Diocese; Member, Executive Committee, Cleveland Chapter, 1928 to present.

AGNES MCCREERY, Iowa

A.B., Morningside College, Sioux City, Iowa; M.S.S., Smith College School for Social Work. Staff member, Chicago Commons Settlement, three years; Head Social Worker, Social Service Department, Psychopathic Hospital, State University of Iowa, Iowa City, Iowa, 1929 to present.

CARL R. ROGERS, Rochester

A.B., University of Wisconsin; Teachers College, Columbia University; Institute for Child Guidance. Psychologist and Director, Child Study Department, Rochester S. P. C. C., 1928 to present; Chairman, New York State Council, AASW, 1934-35.

NOMINATING COMMITTEE

CHAIRMAN

(One to be elected. One year term.)

ANTOINETTE CANNON, New York City

A.B., Bryn Mawr College, 1907; A.M., Columbia University, 1916. Social Service Department, Massachusetts General Hospital, 1907-09; Boston Consumptives' Hospital, 1909-10; Agent for Dependent Children, New York State Charities Aid, 1916; Director of Social Work, Hospital University of Pennsylvania, 1916-21; Present position, Member of Faculty, New York School of Social Work, representing medical social work.

HELEN W. HANCHETTE, Cleveland

Lake Erie College; Training course in family case work at Cleveland Associated Charities. Assistant Secretary, Case Supervisor and Supervisor of Training, Associated Charities, Cleveland; Present position, General Secretary, Associated Charities of Cleveland; Member, Board of Trustees, Cleveland Welfare Federation; Chairman of Ohio Council of Family Social Work; formerly Vice-Chairman of Cleveland Chapter, AASW.

MEMBERS

(Four to be elected. One year term.)

WILLIAM W. BURKE, St. Louis

A.B., University of Denver, 1916; Ph.D., University of Chicago, 1934. Massachusetts Society for the Prevention of Cruelty to Children, 1919-22; Personal Service Department, Public Health Institute, Chicago, 1925-27; School of Social Service Administration, University of Chicago, 1923-29; Associate Professor, Department of Social Work, Washington University, St. Louis, Mo., 1929 to present.

REBECCA CASSELL, Monroe, La.

B.A., University of Minnesota, 1916; M.S.S., Smith College School for Social Work, 1931. United Charities, St. Paul, two years; American Red Cross, Division Headquarters and Hospital, Minneapolis, Minn., four years; State Agent, School for Dependents and Neglected Children, Minneapolis, Minn., two years; Executive Secretary, Child Welfare Board, Brainard, Minn., six years; Social worker, Mental Hygiene Clinic, District Nursing Association, Manchester, N. H., one year; District Supervisor and District Administrator, Emergency Relief Administration, Monroe, La. (now FERA), September, 1932, to present.

MARJORY EMBRY, South Texas

Graduate, New York School of Social Work. Case worker and District Secretary, Family Service Organization, Louisville, 1922-26; Staff worker, Department of Boarding Homes, New York Children's Aid Society, 1928-29; Supervisor of Case Work, DePelchin Faith Home and Children's Bureau of Houston, Texas, 1930 to present.

ESTLE FISK, Indianapolis

B.S., Butler University; Courses at New York School of Social Work and Indiana University. Family Welfare Society of Indianapolis; Charity Organization Society, New York; Family Service Organization, Louisville; Social Service Department, Indianapolis Public Schools, 1927 to present; Member of Indianapolis Chapter Membership Committee, four years; Acting Chapter Chairman, 1934-35.

ARLIE JOHNSON, Seattle-Tacoma

B.A., Reed College, 1917; M.A., Columbia University, 1923; Ph.D., University of Chicago, School of Social Service Administration, 1930; diploma, New York School of Social Work, 1922. House Secretary, Hudson Guild, New York City, 1919-21; Associate, University of Washington, Sociology Department, 1923-27; Instructor, University of Chicago, School of Social Service Administration, 1928-29; Assistant Director, Portland School of Social Work, 1929-30; Assistant Director, Washington Emergency Relief Administration, March-September, 1933; Acting Executive Secretary, Seattle Community Fund, 1933-34; Associate Professor of Sociology, University of Washington, 1934 to present.

WENDELL F. JOHNSON, Toledo

A.B. and M.A., University of Toledo; other graduate and professional courses. Assistant Supt., Social Service Federation, Toledo, 1922-24; Executive Secretary, Associated Aid Societies, Harrisburg, Pa., 1924-25; Director, Social Service Federation, Toledo, 1925 to present; Director of Social Service Department, Lucas County Relief Administration, 1933-34; Supervisor of Case Work, State Relief Commission of Ohio, October, 1934 to February, 1935.

AILEEN SHANE, Richmond

A.B., Converse College; M.S.S., Smith College School of Social Work. Visitor, Associated Charities, Columbia, S. C.; Visitor, United Charities, Chicago; Fellow, Institute for Child Guidance, New York City; Professor of Social Case Work, School of Social Work and Public Health, College of William and Mary, 1929 to present.

(continued on page 19)

THE RESPONSIBILITY OF THE AASW FOR EFFECTIVE STANDARDS OF EMPLOYMENT PRACTICE

Believing that the AASW has a professional responsibility to function both locally and nationally on problems which arise in connection with the employment of social workers, the Division on Employment Practices has drawn up a tentative procedure for experimental use in complaint cases. A full discussion of the Association's responsibility for setting standards of employment practices and for developing machinery to make these standards effective will be found in the article on *Professional Protection for the Social Worker*, by Rachael Childrey, printed in the June, 1935, *Compass*.

TENTATIVE AASW PROCEDURE FOR CONSIDERING COMPLAINTS

The AASW sees its chief function to protect the professional character of social work. In so far as this purpose serves to protect individuals it is because of their professional competence and not because they now have jobs in social work. This central concern with the professional performance of social work is basic to the AASW's requirements of professional education as the criteria for professional status, and it is basic to the machinery it sets up for considering complaints.

The AASW believes that employment should be on a contractual basis, that is, there should be a definite understanding between employer and employee preferably expressed in writing. The employer has the responsibility to define the duties to be performed, the current conditions of work, and the purpose and current policies of the agency; the employee has a like responsibility for understanding and accepting or making clear any reservations he may have in accepting employment under such conditions.

I. There are two kinds of situations in which the AASW recognizes that it has a stake in maintaining a professional standard, and in which, therefore, the Association will act through committee to investigate, report and review.

1. When a dismissal or other administrative action violates a contractual understanding between employer and employee or is based on other considerations than professional competence.
2. When general policies of employment practices are so inadequate as to jeopardize professional performance of social work.

II. The following procedure is suggested to carry out this responsibility:

1. The Executive Committee of the Chapter

should designate the Chairman of the Employment Practices Committee or other appropriate committee to receive requests for consideration of a case. The name of this chairman, his address, and the function he is prepared to perform should be made known to the membership and so far as possible to other social workers in the community.

2. Any social agency, employee of a social agency, or member of AASW may request consideration of a case. Any interested person may make such a request involving a member of AASW.
3. The Committee must secure from the complainant or others sufficient information as to the circumstances for it to decide whether the case is one in which it can take jurisdiction. If an occasion should arise when the Chapter Executive Committee believes that jurisdiction should be taken by the AASW but that it is undesirable for the Chapter to discharge this function, it may call on the national Association to help in setting up an appropriate committee of investigation. Usually, however, it is expected that the Chapter would assume that responsibility either through its regular Employment Practices Committee or some other committee chosen for that purpose.
4. The procedure must, of course, be flexible enough to meet differing circumstances. It will be more effective if the cooperation of both parties can be secured. Because of the high feeling often involved in such situations the value of the committee's findings will depend in large part on the thoroughness with which the facts are collected, as well as with the impartiality with which they are interpreted.
- a. The facts in the case should be sought from both interested and disinterested sources, such as:
 - (1) The complainant and others he may choose to be interviewed.
 - (2) The person, or representative of the agency against which the complaint is made, including executive, immediate supervisor, or in the case of an executive, the responsible member of the board of governing authority.
 - (3) Written evidence in the form of personnel records, statement of agency policies and conditions of employment, written contract which is alleged to have been violated, or such other documents as

either party may wish to offer for examination.

b. The facts should be interpreted in the light of the AASW's concern to protect the professional character of social work. The question at issue is:

(1) *In cases of dismissal or other administrative action*, is there evidence that this action was based on some other consideration than professional competence or was a violation of the terms of a contract or understood relationship?

(2) *In cases of policies of inadequate employment practices*, is there evidence that the policies complained of jeopardize professional performance of social work?

c. After the investigation, the Committee should make a report of its findings of fact and its interpretation of the professional principles involved including recommendation as to the position that seems appropriate

for the Chapter to take. This may involve making the report public, requesting reinstatement or redress, or change of policy. A copy of the report of findings and recommendations should be sent to both parties involved, the Chapter Executive Committee and the national office.

5. An appeal can be taken from the findings or action of the Committee or the Chapter to the national Division on Employment Practices.

Because the Division on Employment Practices recognizes that chapters have been slow to undertake this kind of responsibility, it recommends that chapters experiment with this procedure to discover how effective it may be in serving the ends of the profession. Since it may not be possible, however, for the Chapter to examine every request that may come to it, the Chapter may limit the kind or number of cases which it will undertake to investigate in the light of the general principle of protection of the professional character of social work.

A MERIT SYSTEM IN PUBLIC WELFARE SERVICES*

WILLIAM C. BEYER,

Bureau of Municipal Research of Philadelphia

IN THIS discussion it is assumed that all classes of employees engaged in the state's welfare services are to be brought under a merit system. Social workers, physicians, nurses, hospital attendants, cleaners, watchmen, enginemen, clerks, stenographers, investigators, and all other kinds of workers needed to carry on the welfare services of the Commonwealth are to be appointed, transferred, promoted, demoted, and removed or retired according to merit principles. Our quest is for the essential features of a system that will facilitate the application of merit principles to these employees.

It may be said at the outset that a merit system for the welfare services does not differ in essential features from a merit system for state employees in general. In fact, it would be a consummation devoutly to be wished if the General Assembly, in its present session, were to pass a civil service act applying to all branches of the State's service. Under such an act everything could be done for the welfare services that could be done under a more limited act. We are concerned then with the essential features of any merit system for the state service quite as much as with those of a merit system for the welfare services only.

What are these essential features? In the first place, the merit system should cover all non-policy determining offices and positions. No one would urge that the head of a department, such as the secretary of the department of public welfare, should be included under the merit system. He should be appointed by the governor to carry out the administration's policies, and the governor should not be limited in his choice of department heads to a list of eligibles provided by the personnel agency administering the merit system. Nor would anyone suggest that elective offices belong under the merit system. But all offices and positions whose incumbents are concerned primarily with the execution of policies, rather than with their formulation, should be under the merit system. In most departments, these would include all offices except department head. Bureau chiefs, who rank just below department heads, should be under the system; and of course so should all offices of lower rank than bureau chief. The legal device for excluding certain offices from the merit system is to place them in the "unclassified service." Usually they are enumerated in the law itself. All other offices and positions are placed in the "classified service." The classified service is the field in which the merit system operates.

In the second place, the offices and positions under the merit system should be classified so as

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to facilitate the administration of the system. Two kinds of classification are needed: one jurisdictional, the other occupational. The jurisdictional classification groups positions according to the degree of control the personnel agency is to exercise over them and the kind of tests to be used in filling them. Under a good civil service law, the personnel agency is required to divide the classified service into three jurisdictional classes: the exempt class, the competitive class, and the labor class. In the exempt class are placed all offices and positions, other than unskilled laborer positions, which it has been found impracticable to fill by competitive examinations. The exempt class, in a sense, an enlargement of the unclassified service, for appointments to exempt positions are not subject to the regulations of the personnel agency. The labor class includes only unskilled laborers. In it appointments may be made without competitive examinations, though qualifying physical tests are usually given to applicants for labor positions. The backbone of the classified service is the competitive class. In it are placed all positions not included in the exempt class and the labor class. Appointments to positions in the competitive class can be made only from eligible lists established by competitive examinations. It is in the competitive class that the merit system operates with the highest degree of refinement.

The occupational classification, as the term suggests, groups positions and employees according to occupations. It is sometimes spoken of as a "duties classification," for the duties of an employee determine his classification. Employees are classified as plumbers, carpenters, bookkeepers, junior clerks, senior clerks, hospital nurses, field nurses, and psychiatrists, according to the duties they are required to perform. Occupational classifications are necessary to enable the personnel agency to do the work of recruiting intelligently, to establish lines of promotion, and to provide a basis for standard salaries for the same kind of work. A modern civil service act would make it mandatory upon the personnel agency to establish an occupational classification and to recommend to the legislative body or to the financial authorities of the state a schedule of standard salaries for the various classes of positions.

In the third place, appointments to positions under the merit system should be made from lists of eligibles whose qualifications have been tested by the personnel agency. This is the most important of the essentials of a merit system. The personnel agency should be free to use any test of fitness that appears appropriate to the positions to be filled. In practice these tests are of wide variety: written mental tests either in the free-answer or short-answer form; personality

tests, usually referred to as oral interviews; practical performance tests, such as an actual piece of carpenter work in the selection of carpenters, or plumbing work in the selection of plumbers; and physical tests, such as strength tests. Training and experience are also examined and evaluated. Civil service examinations may be either assembled or unassembled. For high grade technical, professional, and administrative positions, the unassembled test is especially well suited, for it enables persons in all parts of the country to compete without any expenditure of time and money for traveling, unless they have a real chance of being appointed.

Not only should appointments be made from eligible lists established by appropriate tests, but in making appointments to positions in the competitive class the appointing officers should be required to appoint those whose names are highest on the lists. In most jurisdictions, some choice is given to the appointing officer, the so-called "rule of three" being in vogue in many places. This means that three names are certified by the personnel agency for a single vacancy, the appointing officer being permitted to appoint any one of the three eligibles whose names are certified. In Philadelphia only two names are certified. Throughout the country there is a growing tendency to require the appointment of the head of the list. In Chicago, for example, only one name is certified. To permit a wide choice from the eligible list only opens the door to political favoritism. There is less objection to a wide choice from a labor eligible list.

In the fourth place, vacancies in the higher grades should be filled so far as possible by promotion, and promotions should be by competitive test. The desirability of a sound promotion policy need not be argued; it helps both morale and efficiency. How to secure promotions on merit, however, is not so obvious. Among the factors to be considered in selecting employees for promotion are length of service, efficiency, and capacity for more responsible work. The first is easy to determine, but the other two factors are more elusive. Nevertheless it is better to require competitive tests for promotion than to permit promotions to be made freely by appointing officers. In these competitive tests, all essential factors can be evaluated with some degree of accuracy and favoritism reduced. Appointing officers should have no wider choice from promotion eligible lists than from original entrance eligible lists.

In the fifth place, demotions and removals should be only for adequate cause which should never be religious or political. This obviously is an important objective of any merit system.

Opinions differ, however, on how this objective may best be attained. Some hold that there should be no restriction upon the appointing officer's power to demote or remove an employee except the requirement that he furnish the employee with a written statement of the reasons for demotion or removal, which must not be religious or political, and that the employee have an opportunity to file a written reply. This is now the rule in many jurisdictions. Others hold that an employee against whom charges have been preferred should have an opportunity to appeal to a trial board, usually the civil service commission, and that the decision of the trial board, after investigation and hearing, should be binding upon the appointing officer. The trial board method is now in vogue in Illinois and many other jurisdictions, and appears to be gaining in favor. Naturally it is preferred by the employees. The argument against it is that it tends to undermine the authority of the appointing officer. Experience, however, does not bear out this contention. In the great majority of cases, trial boards have sustained the charges of the appointing officers.

In the sixth place, the employees in the classified service should be protected from political assessments and restrained from engaging in political activity. Public employees are servants of *all* of the people. As such it seems proper that they should maintain a degree of neutrality in political contests. They should retain their right to vote and to express their opinions privately on political questions, but the abuses under the spoils system have taught us the wisdom of restraining public employees from taking active part in political campaigns. It is equally important to prohibit the levying of political assessments upon public employees, for by such assessments the party in power can gain an unfair advantage over rival parties at the expense of the taxpayer. Collecting political subscriptions from public employees is after all only an indirect method of financing party needs out of the public treasury. In most civil service jurisdictions both political assessments and political activity are now under legal ban.

The writer is fully aware of the argument against such restraints upon public employees and has much sympathy with it. To restrict the rights of citizenship of so large a portion of the population as is now in the public service is a serious matter. At the present stage of political development in this country, however, it seems to be necessary. The restrictions are aimed at abuses that are even more serious. Until the spoils motive has spent its force to a much greater degree than it has yet done in most communities in the United States, and until political parties confine

themselves to their legitimate functions, the restrictions upon public employees are the lesser of two evils. As a matter of fact, the employees themselves have not protested strongly against them and appear to prefer them to the political serfdom which party organizations have so often imposed upon government workers.

Finally, the administration of the merit system should be in sympathetic hands. This is more easily said than achieved. In practice, it has been achieved to only a moderate degree, and no formula has yet been devised that will guarantee success. Space does not permit an elaboration of the numerous experiments that have been made to discover a satisfactory way of constituting the personnel agency by which the merit system is administered. A fair generalization, however, would be that both good and bad results have been attained in every important experiment. In the long run, the quality of administration given the merit system has been determined more by the character of the chief executive than by the make-up of the personnel agency. If the governor is sympathetic with the merit system it is likely to be well administered, no matter how the personnel agency is constituted. If he is a spoils politician, the system is almost sure to be poorly administered, be the personnel agency what it may.

With this preface, the writer would suggest a personnel agency constituted as follows: A commission of three members appointed by the governor for overlapping terms of six years, so that the term of only one member would expire every other year; this commission to appoint a secretary and chief examiner from an eligible list established by a competitive examination open to the whole country, the appointment to be during good behavior and efficient service; the commission to confine itself to legislative (rule-making) and judicial (hearing appeals) functions, and the secretary and chief examiner to act as the executive head of the personnel agency. The members of the commission should be allowed necessary traveling expenses, but should serve without compensation.

The provision for overlapping terms is suggested as a means of giving greater continuity of policy to the personnel agency and of making it more difficult for a spoils-minded governor to get control of the commission at the outset of his term of office when the pressure for jobs is greatest. Unfortunately, under the present constitution of Pennsylvania, this provision probably cannot be enforced upon a governor who wishes to disregard it. The constitution gives him power to remove any officer whom he has the right to appoint. He could therefore remove a civil ser-

vice commissioner at any time notwithstanding the legislative mandate for fixed terms of office. Nevertheless it is worth providing for overlapping terms. The constitution may be changed in this respect, and even if it isn't changed some governors may still feel themselves restrained by the legislative enactment.

In suggesting a clean-cut division of functions between the civil service commission and the secretary and chief examiner, the writer is but following a recent trend in civil service legislation. Four states now have laws that distinguish between the legislative and judicial functions of the personnel agency and the administrative functions. In California, Massachusetts, and Wisconsin, the chairman of the commission acts as the executive official, the other members functioning with him on legislative and judicial matters only. New Jersey has carried this separation of functions a step further. It has practically confined the entire commission to legislative and judicial functions and has made the chief examiner, who is not a member of the commission, the administrative official. This appears to be a more logical arrangement than obtains in the other three states and is therefore recommended for Pennsylvania.

Books and Pamphlets

The Ohio Poor Law and Its Administration. Aileen E. Kennedy. With appendices edited by Sophonisba P. Breckinridge. The University of Chicago Press, Chicago. Price \$2.00. 233 pp.

By RUSSELL H. KURTZ

On the apparent theory that intelligent revision of the old state pauper laws depends upon a critical analysis of existing legislation and practice, the faculty of the School of Social Service Administration of the University of Chicago has undertaken to make a group of studies of which this is the first. Other monographs, now in press, deal with the poor laws of Kansas, Illinois, Indiana, Michigan and Rhode Island. The series is being published in conjunction with the Social Service Review.

In an introductory note, Edith Abbott urges that "whatever happens, there should be no drifting back to the outworn system of local poor relief responsibility." She points out that there is an influential body of public opinion that desires and expects a return to the old poor law system when the so-called "emergency" has passed. Social workers have a better understanding of the implications of such a reactionary course than does the lay public, but they have lacked opportunity to express their views in any but the most general terms. It has remained for some one in

a research setting to show, by page and line citation, the confusion and inadequacy of the old laws as they apply to specific situations today.

Miss Kennedy begins by tracing the history of the Ohio Poor Law from territorial days, with attention to its restriction settlement provisions, the introduction and later abolition of a "warning" clause designed to bar undesirables who were on the way to securing settlement, and the changing attitudes toward the use of the old-time poorhouse as an instrument of public welfare. She finds today's statutes still reflecting the thought of a generation long since gone, a generation essentially rural and provincial in the absence of modern transportation and the present-day nationalization of industry.

When these laws were framed the township was a relatively large unit and had a self-sufficiency which it no longer has. The Ohio system, in common with those of other states in the old Northwest Territory, rests upon a township base with the counties taking responsibility only for "chronic" or "permanent" poor. There are all together a total of 1535 local governments in Ohio which share in the administration of outdoor poor relief. Miss Kennedy makes the point that such widely scattered relief functions result in confusion if not integrated under the supervision of a central authority, namely a State Department of Public Welfare. Such integration does not obtain in Ohio.

The second half of the volume is given over to presentation of selected opinions of the Ohio attorney general, decisions of the state supreme court, and a copy of the poor laws themselves. Many of the attorney general's opinions have the force and effect of law, as witness the one handed down in 1925 denying the legality of cash relief. This part of the study was prepared under Miss Breckinridge's direction.

The series should have immediate value to all those who are now engaged in attempting to bring about greatly needed changes in this section of the welfare field.

Social Work Year Book, 1935. Fred S. Hall, Editor. Published by Russell Sage Foundation, 130 East 22nd Street, New York City. Price \$4.00.

The one indispensable reference book for information about organized activities in social work. All the articles have been revised since the last issue in 1933 in order to record significant changes in social work that have come about as a result of the depression. Articles of particular interest to the professional group are *Education for Social Work*, by Edith Abbott; *Social Work as a Profession*, by Walter West; *Unemployment*,

by Kenneth Pray; *Public Relief*, by Russell Kurtz, and *Federal Social Work Agencies*, by Fred S. Hall.

Social Work as a Profession. Esther Lucile Brown. Published by Russell Sage Foundation, New York City. Price 25 cents.

An important addition to existing literature on the development of social work as a profession, with particular reference to the status of professional education and the standards and activities of the American Association of Schools of Social Work and the AASW. Will be reviewed in an early issue of *The Compass*.

Trained Personnel for Public Service. Katherine A. Frederic. Published by National League of Women Voters, Washington, D. C. Price 25 cents.

Discusses the importance of extending and improving the merit system of appointment to positions in public service and contains valuable data on the present status of the merit system both within and without civil service laws.

(continued from page 13)

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